

HIGHER STANDARDS

A commission in Florida calls for sweeping changes to improve the quality of the state's schools. And the Ohio board of education has adopted a new set of minimum standards that include competency testing and a "cohesive curriculum."

See Page 4.

BETTER SERVICES

More handicapped children are being better served in the nation's schools than ever before, Secretary of Education Terrel H. Bell reports, but because of a severe shortage of funds and qualified special-education teachers, "certain gaps still exist."

See Page 9.

MORE INVOLVEMENT

A Congressional study asserts that the federal government must lead if the educational potential of the new information technology is to be realized.

See Page 10.



EDUCATION WEEK

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Pupils in the 'Writing to Read' program at a school in Washington, D. C.

Children's Interest in Machines Used To Teach Reading by Teaching Writing

By Charlie Euchner

WASHINGTON—Once each hour at Congress Heights Elementary School, kindergartners and 1st graders gather and neatly put away their supplies in the "Writing to Read Center." Without instructions, with few words among themselves, the students line up at the door to return to their regular classrooms.

They file out in two lines—one for boys, the other for girls—and soon the room is filled again with a new group of equally well-mannered students who go to their five work stations and get to work without any directions from the teacher or aides.

It is a scene that would not have surprised Frank N. Freeman or Benjamin DeKalbe Wood, who 50 years ago wrote the book that would inspire a retired teacher

named John Henry Martin to start the writing experiment that involved these Washington public-school students.

Freeman and Wood, who studied the effects of typewriters on the classroom performance of about 15,000 elementary-school students from 1929 to 1931, found that the children were fascinated with the machines and had much better work habits when they used them.

The Depression-era researchers quoted a 1st-grade teacher: "I notice an awakening sense of responsibility; the children remember to put away typewriters and leave offices in order; they are pleasant and polite in choosing helpers..."

Not incidentally, the researchers also found improvements in academic performance. They were less certain of the type-

Continued on Page 15

Justice Outlines Voluntary Plan To End Busing in Baton Rouge

By Tom Mirga

Correspondent Greg Garland in Baton Rouge contributed to this report.

WASHINGTON—The Justice Department has told a federal judge in Louisiana that a two-year-old mandatory-busing plan has resulted in significant "white flight" from the East Baton Rouge Parish public schools and should be replaced with a system relying totally on voluntary student transfers.

The department's civil-rights division expressed that opinion on Dec. 11, in offering an alternative desegregation plan for the city's schools to U. S. District Judge John V. Parker.

Last August, the department asked the U. S. Court of Appeals for the Fifth Circuit to delay its review of Judge Parker's student-transportation order in the lawsuit, *Davis v. East Baton Rouge Parish School Board*, so its attorneys could develop the alternative plan.

That act marked the first time that the Reagan Administration asked a federal court to consider the dismantling of a busing order already in effect. Last month, the department, in a move that was sharply criticized by the U. S. Commission on Civil Rights, asked the Supreme Court to consider similar action in a desegregation suit involving the Nashville, Tenn., public schools. (See *Education Week*, Nov. 24, 1982.)

The Administration's alternative proposal for the East Baton Rouge schools was drafted by Christine H. Rossell, a school-desegregation consultant and professor of political science at Boston University.

Ms. Rossell's plan calls for the closing of two elementary schools in predominantly black neighborhoods and the creation of 14 magnet-school programs—seven at elementary schools, three at middle schools, and four at high schools—in order to promote integration in the school district.

Continued on Page 15

The Reagan Administration and N.I.E.: Uncertain Future and New Priorities

By Eileen White

President Reagan's choice of Terrel H. Bell to become Secretary of Education early last year was viewed by longtime observers of the National Institute of Education (N.I.E.) as a sign that the problem-plagued agency's fortunes were finally on the upswing.

The institute—whose advances in educational research had been eclipsed by eight years of political and budgetary problems—would be a priority of the new Secretary, its staff and supporters assumed. Mr. Bell not only had served on the N.I.E.'s policy-making council for several years—and, thus, was familiar with the institute's work—but was a popular figure on Capitol Hill, where he was soon to testify about the institute's "excellence in program quality, and its exciting plans for the future."

Moreover, the Secretary favored fundamental research and was thus expected to eliminate the "silly and frivolous" work, in the words of a former N.I.E. employee, that during the Carter Administration had

earned the N.I.E. the enmity of conservatives.

The initial optimism, however, has been soured by other Presidential actions: the removal from office of the entire 15-member

LAST IN A SERIES

NIE: A Failed Mission?

National Council on Educational Research, the N.I.E. policy-making body whose members are supposed to serve

staggered, three-year terms; and the appointment as officials of the agency of people who had worked in the 1980 Presidential campaign, contrary to the practice of previous Administrations.

Those appointments turned, in the words of one observer, into a "classic series of blunders," as the institute's new director

Continued on Page 12

Holiday Schedule

Education Week will not publish on December 29 or January 5. The regular publication schedule will resume with Issue Number 16, dated January 12.

■ IN SUMMARY

Minimum Standards in Ohio

The state board of education has adopted new standards that emphasize "outcomes" for students rather than rigid specifications for course content and school facilities. **Story on Page 4.**

More Rigorous Requirements in Florida

A governor's commission, in a sharply-worded critique of academic programs in the state's schools, urges development of more stringent statewide graduation requirements. **Story on Page 4.**

A Major Reorganization in New Jersey

In response to a highly critical assessment last spring, the state's education department will be redirected to put more emphasis on curriculum development and strategic planning. **Story on Page 4.**

Separation of Church and State

The continuing argument flared up in a number of states recently in disputes over voluntary prayer, periods of silence, regulation of nonpublic schools, and creationism. **Story on Page 5.**

Setback for a Controversial Concept

Just as community education was beginning to be accepted by educators in the schools, its advocates say, the withdrawal of federal support has curtailed its growth. **Story on Page 6.**

West Virginia: A New Partnership...

West Virginia has formed the first statewide "education foundation" to attract private support to public schools during a period of declining enrollments and financial retrenchment. **Story on Page 6.**

...and Equal Education

Responding to a judicial decision calling for massive upgrading of the state's schools, a committee has filed recommendations with the board of education that have already stirred controversy. **Story on Page 8.**

Filling a Research Void

A new study of "time on task" in vocational education indicates that, as in academic classes, students do not take full advantage of their opportunities to learn or practice skills. **Story on Page 8.**

A Progress Report on P. L. 94-142

Programs to identify and serve the handicapped have improved, the Secretary of Education has reported to the Congress, but progress is hampered by shortages of funds and teachers. **Story on Page 9.**

Associations Column.....	13	In Quotes.....	17
Commentary.....	16	Letters.....	17
Computers Column.....	11	Marketplace.....	19
Events.....	16	New in Print.....	17
Federal File.....	9	Special-Education Column.....	14
Health Column.....	8	Washington News.....	9

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THE WEEK

A SUMMARY OF NEWS AND EVENTS

■ NATIONAL

High Court Refuses To Relieve Indiana Of Integration Costs

The U. S. Supreme Court last week refused to free Indiana from the responsibility of paying for the desegregation of Indianapolis's public schools, an obligation that cost the state almost \$8 million during the 1981-82 school year.

The Court, without comment, let stand U. S. District Judge S. Hugh Dillin's 1981 ruling that the state must pay the full cost of busing thousands of inner-city Indianapolis students to suburban schools for desegregation purposes. Last March, the U. S. Court of Appeals for the Seventh Circuit upheld Judge Dillin's order in the case, *United States v. Board of School Commissioners of Indiana*.

The courts found the state liable for the segregation of public schools in Indianapolis and surrounding Marion County because the state adopted legislation that merged the city and county governments but failed to consolidate school districts in the area.

The state argued that the lower courts' decisions unlawfully overturned a state law requiring the state to split evenly with school districts the cost of desegregating school districts.

Congress' Authority To Veto Regulations Argued Before Court

The authority of the Congress to veto regulations promulgated by the executive branch was the subject of a lawsuit argued before the U. S. Supreme Court early this month.

The case involves a challenge to a veto of federal immigration regulations, but the decision could have implications for education-program regulations as well, if the Justices

issue a broad ruling about the constitutionality of the so-called "legislative veto."

Most regulations governing federal education programs are subject to Congressional approval, and the Congress has exercised its veto power several times, most recently over the issue of whether the provisions of the General Education Provisions Act should be incorporated into the new federal education block-grants program.

In the case, *Immigration and Naturalization Service v. Chadha*, the U. S. Solicitor General, Rex E. Lee, argued that the legislative veto violates the constitutional separation of government powers.

Attorneys for the Congress countered that the practice was a tool for overseeing federal agencies.

The lawsuit comes at a time when several members of Congress have introduced regulatory-reform bills that would allow a veto of most federal rules.

■ STATES

Fla. Court Rejects Teachers' Complaint In Contract Dispute

A Florida appellate court has ruled that the state's school boards do not have to discuss class size or staffing levels at the collective-bargaining table.

The First District Court of Appeals upheld in a 3-0 decision a ruling by Florida's Public Employee Relations Commission.

The commission, in rejecting an unfair-labor-practices complaint by a Tampa-area teachers' union, ruled that student-teacher ratios and staffing levels are not mandatory subjects for collective bargaining because they are not concerned with "wages, hours, and terms and conditions of employment," the only bargaining-table topics allowed under state law.

For its part, the appeals court said "the setting of class size and minimum-staffing levels are policy decisions which are incorporated in the term 'standards of service to be offered to the public,' which are to be unilaterally set by the public employer."

N.Y. Regents Seek New Aid Plan, Again

For the eighth time in as many years, the New York Board of Regents has recommended that the state cease providing operating aid to its wealthiest school systems and give more money to its poorest ones. (See *Education Week*, Dec. 7, 1981.)

The state legislature, which must approve the plan, has rejected similar proposals every year since 1974.

Under the regents' proposed aid formula, the state in 1983-84 would add \$358.9 million to this year's \$4.56-billion school-aid budget.

However, 105 of the state's 707 school systems would lose all their state aid under the regents' proposal by eliminating the state's so-called "flat-grant" and "save-harmless" provisions.

Oklahoma Foresees Further Reductions In State Spending

Oklahoma budget analysts say a "cash-flow problem," which has already resulted in budget cuts of 5.5 percent and 13 percent in November and December, could force further cuts of up to 25 percent next spring and result in layoffs that have so far been avoided.

But since most education spending is determined at the local level, it is impossible to predict what effect the budget problems might have on the public schools, according to J. I. M. Caldwell, the director of state finance.

The slowdown in oil production, the national recession, and lower interest rates have resulted in lower revenues than expenses for the first time since the early 1970's, Mr. Caldwell explained.

Currently, the spending cuts are being enforced on a month-by-month basis. Common schools receive about \$750 million in the fiscal-year 1983 state budget of \$2.18-billion, Mr. Caldwell said.

With the exception of some state-mandated programs such as school lunches, the arts, and psychological services, Mr. Caldwell said, "there is a great deal of flexibility on the local level on how they juggle the money."

He said that some local governments, for example, might choose to raise property taxes to compensate for the lower level of state funding.

Calif. Businesses Offer Action Plan To Better Education

Worried that California students

Average Starting Salaries of Teachers Compared With Salaries in Private Industry

	1975-76	1977-78	1979-80	1981-82
Teachers.....	\$8,788	9,739	10,784	12,789
Engineering.....	13,236	15,806	18,520	22,368
Accounting.....	11,712	13,056	14,784	16,960
Sales-Marketing.....	11,220	12,084	15,072	17,220
Business Administration.....	9,948	11,556	13,440	16,200
Liberal Arts.....	9,696	11,004	12,696	15,444
Chemistry.....	11,640	14,096	16,200	19,536
Mathematics-statistics.....	11,004	12,756	16,692	19,600
Economics-finance.....	10,404	11,424	13,740	16,884
Computer science.....	ND	13,188	16,500	20,364
Other fields.....	10,956	13,476	16,224	20,028

Source: National Education Association

A comparison of the starting salaries of teachers and those of other professions, argues the N.E.A., offers one explanation of why there are shortages in some fields.

WASHINGTON

FEDERAL NEWS

Special-Ed. Report Cites Shortage of Teachers

E.D. Says Funds Have Not Kept Pace With Enrollment Growth

By Susan G. Foster

WASHINGTON—More than four million elementary- and secondary-school students nationwide—nearly 9 percent of the total school population—are now being served by special-education programs despite inadequate resources and a shortage of trained personnel, according to the Education Department's report to the Congress on programs for the handicapped.

"For the most part, handicapped children are being served in regular education buildings with their non-handicapped peers," according to

the report, the "Fourth Annual Report to Congress on the Implementation of Public Law 94-142: The Education for All Handicapped Children Act."

But to meet even present staffing needs, the report concludes, schools would have to increase the number of special-education teachers by more than 43,000, or 20 percent, and the number of support personnel by more than 47,500, or 28 percent. Most districts have had to resort to "extensive inservice training to bolster" the skills of existing professional and support staff, the report notes.

Though they were enacted in 1975, the law's provisions were not fully in place until the 1980-81 school year, because of the need for "an orderly, sequential implementation" of the various components, according to the report.

Programs Expanded

But in the law's wake, the report notes, programs have expanded at all levels.

"Never before has there been such national awareness of the needs of handicapped children or of the services available to meet these children's special needs," asserts the re-

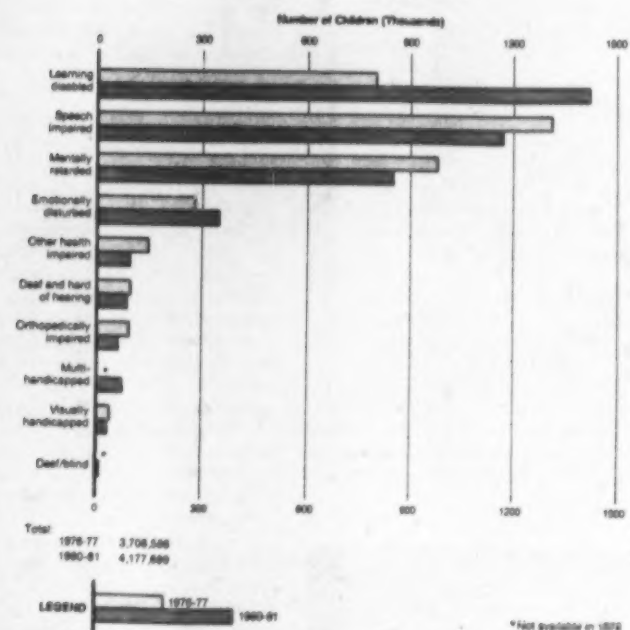
port, which is a synthesis of a number of federally funded studies.

"Legislation, regulations, policies, procedures, and practices adopted at federal, state, and local levels have significantly improved the educational opportunities available to handicapped children and their families," the report continues.

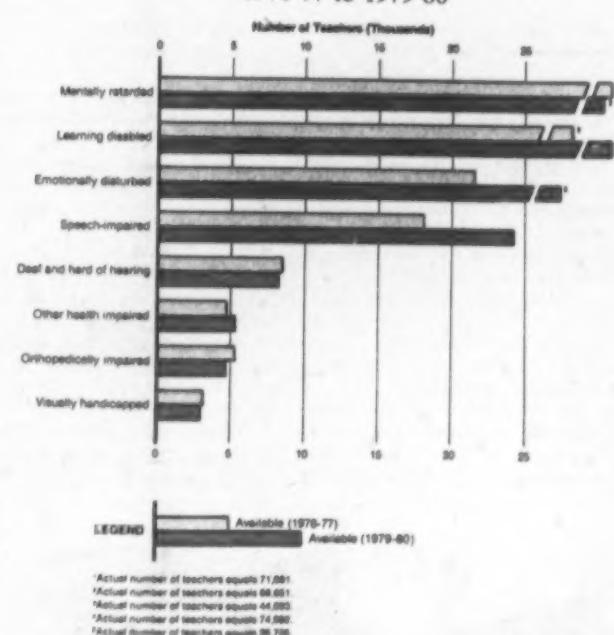
But because of the high cost of educating handicapped students, the report contends, "certain gaps still exist" in the services provided, especially to secondary-school students.

Citing the results of a survey of 15 school districts, the report states that the cost of a screening program, Continued on Page 14

Handicapped Children Served, by Category
1976-77 and 1980-81



Available Special-Education Teachers, by Field
1976-77 to 1979-80



FEDERAL FILE

Mrs. Reagan's Crusade

Is drug abuse a problem in your school? The First Lady wants to hear about it.

Nancy Reagan, in an article appearing the January issue of *Ladies Home Journal*, appealed to parents, saying: "If there are drugs in your schools—and it's hard to find any schools that are completely drug-free—I hope you'll write to me at the White House." Mrs. Reagan promised to provide a list of drug-rehabilitation and parent-advocacy groups to her correspondents.

Since her husband took office, Mrs. Reagan has used her position to work against drug abuse among young people. In the magazine article, she criticized the media, especially the motion-picture industry, for "glamorizing" drugs.

Mrs. Reagan also said children have told her that their problems with drugs often began in school, where they had easy access to marijuana and alcohol. Afterwards, she said, they progressed to harder drugs and concoctions such as leaves soaked in pesticides, gasoline, and embalming fluid in order "to produce a greater high."

'New Federalism's' Demise

As White House officials are preparing a scaled-down version of the "new federalism" proposal unveiled by President Reagan early this year, one of the proposal's former supporters declared last week that the federalism plan "is dead."

The President's plan originally called for a sorting-out of responsibility for various programs among levels of government. The states would be responsible for the food-stamp and welfare programs, while the federal government would assume full responsibility for medical aid for the poor. In addition, more than 40 education, transportation, and social-service programs would be "turned back" to the states and be temporarily supported by a federally funded trust fund.

The Administration's new version would abandon the attempt to divide up responsibility for the three large programs. Because of concern among governors that states could not afford to assume full financial responsibility for food stamps and welfare, only the "program turn-back" component of the plan may be proposed to the Congress, according to White House documents.

But Gov. Richard Snelling of Vermont, the past chairman of the National Governors' Association, said "new federalism hasn't been born yet. New federalism does not necessarily mean that the feds take total responsibility for income maintenance and the states take total responsibility for something else."

Federal Aid's Value

Thirty-three percent of those citizens surveyed in a poll by the Advisory Commission on Intergovernmental Relations say they believe they get "the most for [the] money from the federal government."

While 28 percent said local funds were the most valuable, 20 percent preferred state aid, according to the poll by the federal agency.

The federal government was ranked first in nine of the 11 years during which the commission has taken its poll.

—T.M. & E.W.

President Tangles With Congress Over Budget

Veto Could Temporarily Shut Down E.D., Other Federal Agencies

WASHINGTON—President Reagan threatened to bring the federal government to a standstill last week if the Congress failed to cut out a \$5.5-billion jobs program from a key budget bill.

The measure, a "continuing resolution" that would provide temporary funding for the Education Department (E.D.) and most other federal agencies, was passed by the House shortly after midnight on Dec. 15 with an amendment creating the jobs program.

Late Wednesday night the Senate Appropriations Committee cut back the cost of the jobs program to \$1.2 billion.

The full Senate was expected to

consider the temporary funding bill on Thursday.

Congressional passage and Presidential approval of the funding bill, which would keep the government operating until March 15, was considered crucial because the Congress has completed action on only four of its 13 regular appropriations bills for the fiscal year 1983. Most federal agencies were due to run out of money on Dec. 17.

That was the expiration date of an earlier continuing resolution that was passed by the Congress before its mid-term election recess. It was also the date that the Congress has set to adjourn its "lame-duck" session.

Senator Howard H. Baker Jr., the majority leader, concerned about the possibility of a Presidential veto of the continuing resolution and the Congress's inability to pass its other appropriations bills, warned his colleagues to be "on notice" for yet another lame-duck session.

"We're all going to be in here singing 'Jingle Bells' on Dec. 24," said Representative Silvio O. Conte, Republican of Massachusetts, after the House Appropriations Committee cleared the temporary funding bill last Monday.

Later in the week, Representative Conte said that President Reagan told him he was irrevocably opposed to the bill in its current form and

that he "didn't give a damn" if his veto of it forced the government to shut down.

The House version of the temporary spending bill would fund the E.D. at approximately \$14.3 billion. That is the same amount that the House approved on Dec. 1 when it passed the regular appropriations bill for the Departments of Labor, Health and Human Services, and Education.

The Senate Appropriations Committee added about \$700 million to the Labor-H.H.S.-E.D. bill a week later and cleared it for action by the full Senate. As of late last week, however, no action had been taken.

Last Wednesday, both chambers approved, and cleared the way for President Reagan to sign, a spending bill that would provide \$3.2 billion for child-nutrition programs, including \$2.3 billion for school-lunch reimbursements.

—T.M.

Special Ed. Improving, but Gaps Persist, E.D. Says

Continued from Page 9

combined with the fact that relatively few secondary students would be likely to be identified, had affected the schools' decisions not to provide full services at the secondary level.

Justification Difficult

School administrators found it difficult to justify the expense, the report said, "even though some administrators believed that mildly impaired secondary students are not being effectively identified."

Nevertheless, programs for handicapped students in secondary schools served increasing numbers of students, according to the report, while at the elementary level there was very little expansion during the 1980-81 school year.

Although the rate of growth varied from state to state, according to the report, the number of children served in special-education programs nationwide has increased by about 4 percent in the past two years. Over the past five years, the

report said, special-education programs have grown by nearly 13 percent nationally.

The report also noted that school districts "are increasingly developing their own programs to serve handicapped children they once placed in private schools." Such programs are generally less costly than private placements.

Most states require private-school students to transfer to public schools before receiving special-education services, the report notes. Such a policy, it says, "poses a problem that needs further attention."

The report, which was mandated by the Congress, confirms the "negative attitudes" of state and local education agencies toward the time and paperwork involved in preparing individual education programs (I.E.P.) for handicapped students.

However, the report notes that despite those feelings, 18 of 20 districts surveyed believed the process was "worthwhile." In fact, the report

adds, most of the districts surveyed have instituted procedures that exceed federal requirements.

The I.E.P. assessment provision was one of six areas targeted for deregulation by the Reagan Administration. But the proposal drew such strong criticism from the Congress, parents, and advocacy groups that Secretary of Education Terrel H. Bell withdrew the department's proposed regulations in September.

Proposals To Be Announced

The department is scheduled to announce new proposals next year.

Other findings of the report:

- Since the 1979-80 school year, the numbers of children identified as emotionally disturbed, multihandicapped, and learning disabled have increased significantly. The report suggests this growth may reflect the way the law was phased in.

- The number of handicapped children being educated in regular classes increased by more than 200,000

students during the 1980-81 school year. The number of students in self-contained classrooms that same year increased by 5 percent and the number in separate schools increased by 42 percent.

- More than two million children were evaluated during the 1979-80 school year. Of those, about 750,000 were evaluated and placed for the first time; 200,000 were found not to need special services.

- More than 1,416 due-process hearings were conducted at the state level, and more than 1,166 took place at the local level during the 1979-80 school year. Disputes between parents and school officials most frequently concerned placement and the "least-restrictive environment" clause of the 1975 law.

- The typical cost of private placements ranged from \$3,870 to \$11,555 per year per student. But the states have reported costs ranging from a low of \$2,070 to a high of \$24,000 annually.

SPECIAL EDUCATION

In response to a critical shortage of teachers of the deaf, the University of Rochester's School of Education and Human Development and the National Technical Institute for the Deaf are cooperating in a master's-degree program that prepares teachers to work with hearing-impaired students in secondary schools.

The number of hearing-impaired students being "mainstreamed" into regular high-school programs has grown significantly since the enactment of P. L. 94-142, the Education for All Handicapped Children Act of 1975. But few teachers have been prepared to meet the particular educational needs of hearing-impaired students.

The two-year Joint Educational Specialist Program for the Deaf, which was begun in 1980, specifically addresses that problem. This year, 16 students graduated from the program, which is supported in part by the U. S. Education Department's office of special education.

Officials of the program say the graduates are not only prepared to teach both hearing and hearing-impaired students, but they are also trained to serve in their districts as consultants on the problems of the deaf.

In the past year, state and local special-education officials have been keeping track of the latest developments in their field through a telecommunications system called "SpecialNet," established by the National Association of State Directors of Special Education.

Launched in 1981, the "electronic mail" and information-retrieval system has linked educators responsible for the education of handicapped students at all levels through microcomputers hooked up by phone to a master computer. The N.A.S.D.E. reports that the system currently has more than 600 "accounts" in 50 states.

A study of 52 North Carolina mothers of autistic children or children with communication disorders has found that, in a majority of cases, mothers and other family members are able to "adapt quite well" to the demands of caring for a handicapped child, according to a researcher at the University of North Carolina at Chapel Hill.

At least 80 percent of the mothers reported that their marriages were happy, and, despite their child's disorder, almost the same percentage were "not at risk of being depressed," according to Marie M. Bristol, the principal investigator for the project. She said that among the participants, the divorce rate was about 13 percent, which is the average rate for the Southeast region of the U. S.

Only about one-fourth of the mothers had experienced depression, the study found. Absence of depression, Ms. Bristol said, may be related to the early diagnosis and identification of the children's disorders. The mothers who felt guilty about having a handicapped child were those who had not received special services for their children or themselves, she added. "What they were responding to was the ambiguity," Ms. Bristol said.

Children, Ages 3-21, in Special-Education Programs, 1980-1981

State	Speech Impaired	Learning Disabilities	Mentally Retarded	Emotionally Disturbed	Other Health Impaired	Orthopedically Impaired	Multihandicapped	Deaf and Hard of Hearing	Visually Handicapped	Deaf and Blind	Total
Alabama	15,079	18,373	34,840	3,961	738	434	1,254	1,080	481	63	76,296
Alaska	2,849	5,767	734	288	90	179	104	276	39	34	10,362
Arizona	11,247	24,423	6,582	4,959	546	1,115	874	958	370	8	51,202
Arkansas	12,117	16,303	17,449	696	393	496	785	768	312	18	49,086
California	95,556	159,871	38,947	28,932	24,197	7,772	0	6,513	3,352	283	382,500
Colorado	9,954	22,448	8,428	6,547	0	788	1,255	932	350	42	46,577
Connecticut	15,908	27,105	7,940	12,287	1,171	652	0	1,355	654	0	67,072
Delaware	2,085	6,480	3,405	2,887	72	286	19	340	130	32	14,416
District of Columbia	2,136	1,517	1,318	724	139	223	100	47	66	38	6,308
Florida	42,270	51,579	37,978	13,625	2,836	1,776	1,887	2,099	808	76	144,532
Georgia	27,541	31,823	30,021	16,285	1,490	684	1,190	2,034	809	31	111,981
Hawaii	1,389	7,527	1,807	402	4	248	244	324	70	25	12,018
Idaho	3,823	7,960	2,789	522	223	413	482	384	191	44	16,833
Illinois	73,197	84,888	46,058	29,007	2,002	3,806	1,981	4,106	1,573	124	246,954
Indiana	43,478	22,196	28,866	2,441	189	851	1,211	1,388	518	43	96,916
Iowa	15,753	25,771	12,643	4,025	5	772	859	1,052	382	59	61,016
Kansas	13,301	14,370	7,413	3,061	412	343	673	755	352	57	40,637
Kentucky	24,312	16,702	23,180	2,154	778	762	1,180	991	430	125	70,628
Louisiana	22,911	30,392	19,184	6,164	1,298	638	958	1,717	477	34	82,723
Maine	5,957	7,811	5,200	4,448	280	347	839	465	134	59	25,538
Maryland	26,443	50,041	11,080	3,445	1,496	1,003	2,544	1,924	692	34	96,882
Massachusetts	40,899	35,311	26,834	24,098	5,551	282	534	6,488	1,131	262	141,580
Michigan	48,937	48,895	29,882	19,818	7	4,362	94	3,132	1,671	0	155,988
Minnesota	21,136	38,415	14,098	4,492	1,414	1,231	9	1,494	436	21	80,744
Mississippi	14,847	11,223	18,583	369	3	372	163	643	251	31	46,495
Missouri	33,376	34,347	32,078	6,578	842	837	1,278	1,256	409	78	101,078
Montana	4,081	5,919	1,815	479	112	107	903	310	185	13	13,424
Nebraska	9,371	11,512	6,610	1,855	0	434	269	687	202	0	30,740
Nevada	3,022	6,011	1,217	449	257	190	353	193	84	10	11,786
New Hampshire	1,774	6,806	1,787	1,085	191	127	264	261	224	5	12,525
New Jersey	64,131	51,316	18,537	14,974	1,963	1,655	4,108	2,324	1,392	89	156,469
New Mexico	5,157	11,925	3,139	1,978	55	386	845	481	300	6	34,030
New York	41,894	44,550	41,675	45,797	38,385	7,027	3,134	5,267	2,209	45	230,093
North Carolina	26,347	40,630	38,986	4,550	986	1,127	2,126	2,255	788	43	118,018
North Dakota	3,146	3,624	1,809	252	27	134	146	187	75	24	9,426
Ohio	62,783	67,069	62,682	5,154	0	3,294	1,996	2,689	1,005	93	207,875
Oklahoma	18,379	27,253	13,372	689	368	396	840	955	352	30	67,347
Oregon	11,580	21,478	5,518	2,490	481	973	122	1,614	571	24	44,809
Pennsylvania	71,851	52,782	49,202	13,911	273	2,229	758	4,943	2,138	11	196,106
Puerto Rico	1,108	1,486	13,082	2,073	487	1,787	1,636	1,729	1,779	7	25,333
Rhode Island	3,388	10,253	1,974	1,186	179	200	127	260	82	19	17,577
South Carolina	19,174	17,587	24,941	5,256	72	880	426	1,103	827	25	68,973
South Dakota	4,983	2,512	1,280	330	29	185	303	458	49	13	10,138
Tennessee	32,339	30,855	21,945	2,814	1,400	1,100	1,735	2,255	724	11	95,188
Texas	87,896	130,878	28,991	13,461	3,427	3,120	22,011	4,770	1,628	539	275,921
Utah	7,389	12,879	3,194	9,688	177	243	1,279	732	302	26	35,896
Vermont	2,483	4,668	3,095	436	170	296	485	311	124	11	12,009
Virginia	32,109	33,391	18,425	6,079	483	789	3,132	1,629	1,880	66	97,972
Washington	14,968	27,404	10,799	5,201	1,400	858	1,410	1,110	368	81	63,506
West Virginia	10,823	10,985	11,808	1,004	852	258	334	447	253	1	36,573
Wisconsin	18,986	25,628	14,888	8,575	530	1,079	690	1,344	451	48	69,957
Wyoming	3,100	4,947	1,090	787	218	170	328	196	47	16	10,837
American Samoa	3	108	69	0	0	4	9	21	2	4	220
Guam	444	346	919	86	0	3	161	99	34	14	2,085
Northern Mariana Islands	0	104	11	0	0	3	17	16	2	1	154
Trust Territories	322	1,115	23	30	79	35	110	211	59	28	1,917
Virgin Islands	273	324	792	78	0	41	50	98	15	27	1,558
Bur. of Indian Affairs	889	2,369	612	294	25	30	302	145	26	2	4,830
U.S. and Territories	1,170,484	1,488,014	944,180	348,954	98,663	89,880	70,480	81,363	38,056	2,913	4,177,889

Source: U.S. Education Department

GOING

After a decade of controversial involvement in Boston's school system, an activist judge, W. Arthur Garrity Jr., is withdrawing. And in San Francisco, the books have been closed on a 20-year-old desegregation suit.

See Page 6.

GOING

After leading one of the nation's largest school systems for five years, Superintendent J. Edward Andrews is resigning. For some of his observations and insights on running a school system in an era of "diffused governance"—

See Page 12.

GONE

The 97th Congress has departed, leaving behind such unresolved education-related issues as tuition tax credits, school prayer, and support for science education. For a review of its actions and a preview of what faces the 98th Congress—

See Page 10.

EDUCATION WEEK

American Education's Newspaper of Record

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State Finance Prospects Mixed As School Enrollments Increase

By Eileen White

WASHINGTON—More than one-third of the states face unfavorable prospects for adequately maintaining support for elementary and secondary education in the 1980's, says a new federal study of the school-finance capabilities of the states and the District of Columbia.

Nineteen states, located mostly in the Southeast and in northern New England, have low taxing capacity and low per-pupil expenditures, the study says.

See related stories
on pages 8, 9, and 11.

Nevertheless, those states are expected to experience large increases in school enrollments after 1985, and a growing number of children are likely to come from disadvantaged backgrounds, according to the Congressionally mandated document prepared by the Education Department.

The report, "The Prospects For Financing Elementary/Secondary Education in the States," is the first of four volumes to be compiled by the School Finance Project, a comprehensive study ordered by the Congress in 1978.

Future volumes, scheduled for completion later this year, include examinations of: private-school financing, the effects of federal programs and policies on the schools, and alternatives to current federal education policy.

The first volume draws on data from demographic projections compiled by Harvard and Syracuse Universities and by the Massachusetts Institute of Technology. The report analyzes enrollment projections as well as economic trends and recent developments in state and local finance systems.

Aside from the states facing the most serious fiscal problems, 17 other states are projected to maintain per-pupil expenditures within 10 percent of the national average, and 14 states and the District of Columbia enjoy "favorable prospects" for funding education, the study says.

Nationally, the school-age population is expected to increase by approximately 18 percent between 1985 and the year 2000, the study says. By contrast, the school-age population declined by 10 percent between 1970 and 1980, during which time the population as a whole increased by 11.4 percent.

At the same time, a 19-percent increase in the number of Americans over the age of 65 during the years 1985 to 2000 is expected to have financial implications for the schools. The trend suggests "some further

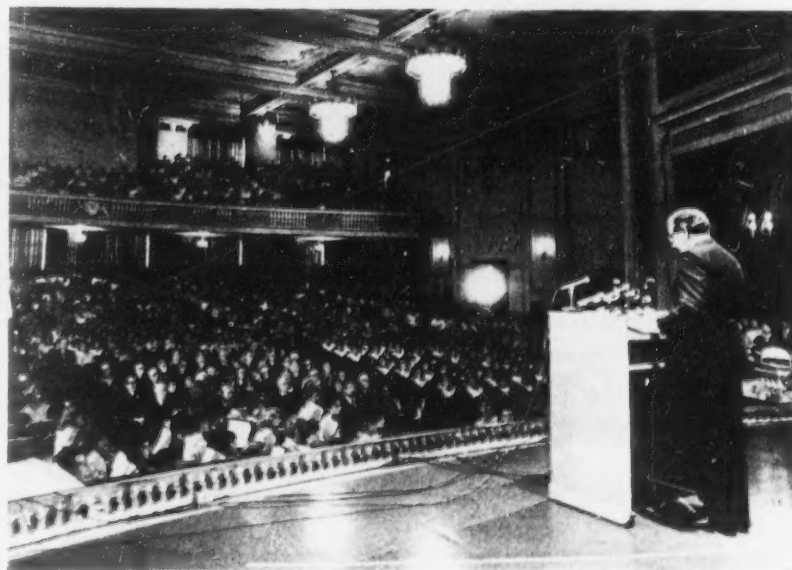
weakening in the size of the constituency for public-school funding during this period," the study says.

Other factors that may "reduce the public's willingness to support increased school expenditures" include "declining test scores, increased costs, controversies over social issues such as desegregation and school prayer, the activities of teacher organizations, feelings of loss of control over local schools, concerns about discipline and curriculum content, and a sense of a decline in standards," the report continues.

The demographic and social trends indicate that "not only do fewer people have a direct stake in the public schools, but there is a skepticism that higher expenditures will produce better results," it concludes.

The so-called "baby boomlet" will occur as states attempt to recover from recent fiscal trends that include: a decline in the rela-

Continued on Page 11



MINNEAPOLIS STAR AND TRIBUNE

Minnesota's new governor, Rudy Perpich, departed from tradition and from the Capitol to deliver his inaugural address—stressing education—in the auditorium of Hibbing High School, his alma mater. Story on page 9.

Teachers' Interest in Computers Is High, But Usage Is Low

Most Report They Lack Grasp of Technology

By Charlie Euchner

WASHINGTON—Although most teachers are interested in learning more about computers and in using them in their classrooms, only a few (6.2 percent) now do so, according to an unpublished survey conducted by the National Education Association.

The 54-question survey, sent to 1,200 N.E.A. members in a representative sampling last spring, also shows that teachers believe they receive little encouragement from school administrators or communities to use computers in the classroom. Computer-using teachers are also critical of the "software" that is available commercially, though 77 percent of those who work with computers use such computer programs.

Questions Asked

The report, "Computers in the Classroom," warns against using the findings to generalize beyond the N.E.A. membership. And for some of the questions asked, the study notes, the number of responses was too small to be statistically significant.

The survey and report were prepared by Carol Norman, a researcher with the N.E.A.. Of the 135 teachers (11 percent) who said

they used computers, only 75 said they used them in the classroom. Of those, 34 said they used the computers daily, 28 said weekly, and 13 said monthly.

"The number of users is small when it is compared to the number of teachers who were familiar with another teacher who used a computer (608 or 50.9 percent) and who observed that teacher use a computer (190 or 31.2 percent)," the report states.

Both users and non-users agreed that by 1990 technological learning both inside and

outside the classroom will be widespread and that teachers with computer skills will be in great demand.

However, 68 percent of the users and 45.6 percent of the non-users said it was "unlikely" that computers will replace some teachers. Fifty-six percent and 42.5 percent of the groups, respectively, also said that it was "unlikely" that computers would render many teaching skills obsolete.

Most teachers reported that they were

Continued on Page 17

Software Producers Seeking Ways To Curb Illegal Copying by School Systems, Others

By Charlie Euchner

Copyright infractions are becoming a major problem for manufacturers of computer programs.

Not only is illegal copying of their materials costing them as much as 30 percent of their profits, say industry officials, but the piracy is discouraging development of the more sophisticated programs that many educators contend are necessary to make computers more effective teaching devices.

Such copying—which is said to be widespread in schools—is extremely difficult to

monitor and control, the officials point out. Information contained on the small plastic "disks," which provide instructions for microcomputers, can be readily copied onto blank disks and endlessly duplicated.

Producers say three groups are responsible for this straight disk-to-disk copying—individuals making copies for personal use, institutions such as schools making copies for large groups, and black-market enterprises making copies for resale at considerable discounts.

A more important area of concern to soft-

Continued on Page 17

IN SUMMARY

A 'Monumental' Change in Mississippi

In an effort to improve the quality of its education programs, the state has adopted a \$106-million package of reforms that include higher teacher salaries and mandatory kindergarten. Story on Page 4.

A Victory for Private Schools in Michigan

A state court rules that the state violates First Amendment rights when it seeks to compel private schools to meet teacher-certification standards and adopt "comparable curricula." Story on Page 4.

A Settlement in San Francisco

A longstanding desegregation case has been resolved with a consent decree that does not include mandatory busing, but does require racial balance and academic improvement. Story on Page 6.

Judge Bows Out in Boston

A controversial federal jurist has ended his involvement in the city's school system and has asked the state board to monitor the district's compliance with his desegregation orders. Story on Page 6.

New Tests in New Jersey

In response to charges that its minimum-basic-skills test is "too easy," the state is adopting more rigorous tests and will require all students to pass them in order to graduate. Story on Page 7.

School-Finance Reform

A citizens' commission recommends a completely revamped program for state aid in Arkansas, and a lawsuit in Washington over the state's responsibility for funding enters its final stages. Stories on Page 8.

New Year, Old Problems

Faced with significant budget deficits, states are cutting more deeply into expenditures and looking for new ways to raise revenues; many education budgets may feel yet another pinch. Story on Page 9.

New Congress, Old Issues

Unresolved education issues from the 97th Congress confronted the 98th as it convened last week. Among them were tuition tax credits, school prayer, and support for science education. Story on Page 10.

New Rules in Sports

The National Collegiate Athletic Association votes this week on proposals that would tighten academic requirements for college-bound high-school athletes. Story on Page 14.

Commentary.....	18 and 24	Letters.....	19
Databank.....	15	Marketplace.....	22
Events.....	20	Washington News.....	10

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THE WEEK

A SUMMARY OF NEWS AND EVENTS

NATIONAL

Federal Courts Send Mixed Signals on Sex-Bias Issue

A federal appeals court has ruled that federal regulations barring sex discrimination in education are invalid because they do not limit prohibitions against sex bias to the individual programs and activities where the bias is alleged to exist.

The U. S. Court of Appeals for the Sixth Circuit made the ruling on Dec. 16 in *Hillsdale College v. Department of Health, Education, and Welfare*, a lawsuit involving a small private institution located in southeastern Michigan.

Since its founding in 1844, the college has refused to accept federal or state aid directly, although many of its students receive federal loans and grants.

The court's opinion is considered significant because it runs counter to the opinion of the U. S. Court of Appeals for the Third Circuit reached last summer in a similar case, *Grove City College v. Bell*.

In that case, the Third Circuit Court ruled that the college, as a whole, was required to comply with Title IX of the Education Amendments of 1972 because some of its students received federal aid.

In the *Hillsdale* case, the Sixth Circuit Court ruled that the college was required to comply with Title IX only in the federal grant and loan programs.

In a related development, a federal appeals court has ruled that a section of a Stamford, Conn., teachers' contract that provided male coaches with higher salaries than female coaches violated federal civil-rights policy.

In reaching that decision, the U. S. Court of Appeals for the Second Circuit agreed with a lower federal court and ordered the Stamford Education Association, the bargaining agent that negotiated the pact in 1975, to pay the settlement to the five female coaches who filed the lawsuit.

Because the teachers' union actively sought the discriminatory pay provisions, the court said, it saw no problem in allowing it "to bear the full economic impact" of the settlement.

High Court Upholds District's Refusal To Bus Kindergartners

The U. S. Supreme Court has refused to order a southwestern Pennsylvania school system to reinstate bus service for kindergarten students after the service was eliminated in a budget-cutting move.

In *Shaffer v. Board of School Directors*, the Court refused to issue a stay of an appeals-court decision

that said the Albert Gallatin Area School District did not violate the students' constitutional rights in discontinuing transportation for kindergarten students.

A petition for full Court review of the case is still pending before the Justices.

The suit was filed on behalf of low-income parents whose children left kindergarten after transportation was discontinued to save the district \$65,000 annually.

The school district contended that Pennsylvania law gives discretion over kindergarten programs to local school boards.

Justice Joins Suit Challenging Layoffs By Race in Boston

The Justice Department has filed a friend-of-the-court brief supporting white city employees in Boston who claim, in an appeal pending before the U. S. Supreme Court, that they were victims of "reverse discrimination" when they were laid off during a reduction-in-force.

The employees, firefighters, and police officers contend in *Boston Firefighters Union v. Boston Chapter, N.A.A.C.P.* that Massachusetts law required that layoffs be based on seniority.

A federal district judge, however, ordered layoffs based on a previously mandated affirmative-action hiring plan that was designed to increase the proportion of black and Hispanic employees. The order was upheld by a federal appeals court last May.

The government's brief contended that the rulings by the lower courts "bring into being a new class of victims, completely innocent of any wrongdoing, by depriving them of their rights under a valid seniority system."

Last fall, the Court refused to hear a similar appeal from the Boston Teachers Union.

STATES

Citizen Groups Work To Reduce Salaries Of D.C. School Bd.

The salaries of school-board members in Washington, D. C., are among the highest in the nation, but a citizen petition drive may change that.

The D. C. Federation of Civic Associations, a citywide coalition of neighborhood groups, is working to collect more than 14,000 signatures in support of its efforts to have an initiative placed on the November ballot.

Under that initiative, city voters would be asked to approve a reduction in the board-members' salaries

to an annual stipend of \$7,000, according to Minnie S. Woodson, a former president of the board and the chairman of the federation's education committee.

Ms. Woodson said the proposed stipend would bring the school board's pay scale in line with that of other school boards in the surrounding areas.

Currently, 10 members of the school board receive more than \$21,000 annually for their work in connection with the public schools, according to N. Carl Cannon, the executive secretary for the board. The board president is paid more than \$24,000.

The petition, if certified by the city's board of elections, must also be approved by Congress.

Md. Court Cites Lack of Malice in 'Malpractice' Suit

The Maryland Court of Appeals ruled last month in favor of two school psychologists (and the school board that employed them) named in an "education malpractice" suit by the parents of a handicapped student who said their child was improperly placed in classes for the mentally retarded.

In a 4-to-3 decision, the court said the Montgomery County school district cannot be sued unless the action against the student was taken out of malice.

The court said that unless there is clearly malicious intent, school districts should be immune from "education malpractice" suits.

The student, known only as John Doe, was diagnosed in 1967 by the school district as "retarded or borderline intellectual level functioning."

A year later, a private physician diagnosed his condition as dyslexia, a neurological disorder, not related to intelligence, that impairs a person's ability to read but is not an indication of intelligence.

The student graduated in 1979, reading at a third-grade level.

In the dissenting opinion, the minority said the case involved medical—not educational—malpractice, "a cause of action that has long been cognizable in Maryland courts."

Darrell Longest, attorney for the "Doe" parents, said he will take the case to the U. S. Supreme Court.

U. of South Carolina Drops Undergraduate Education Programs

The board of trustees of the University of South Carolina, the 36,000-student flagship of the state's university system, has voted to eliminate the school's undergraduate education programs.

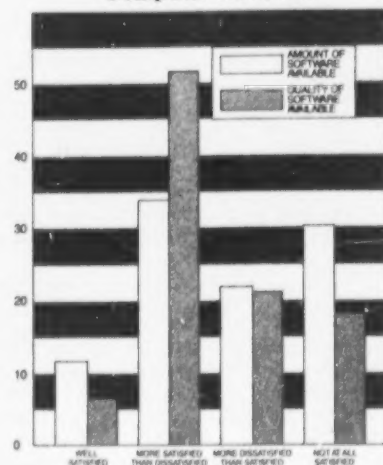
The decision to phase out the teacher-training programs, which have produced 19 percent of the new

DATABANK

Teachers and Computers: Results of N.E.A. Survey

The tables below are taken from a national survey of teachers' attitudes toward and knowledge of computers. It was conducted last spring by the National Education Association. The N.E.A.'s report, which will be published this winter, found that only 6.2 percent of the teachers surveyed use computers for instruction, although a majority expressed an interest in computers. The report concluded that teachers receive little encouragement to develop computer programs from administrators and local groups. Carol Norman, an N.E.A. researcher, conducted the survey and prepared the report. Story on page 1.

**Teacher Satisfaction Ratings of
Amount and Quality of Available
Computer Software**

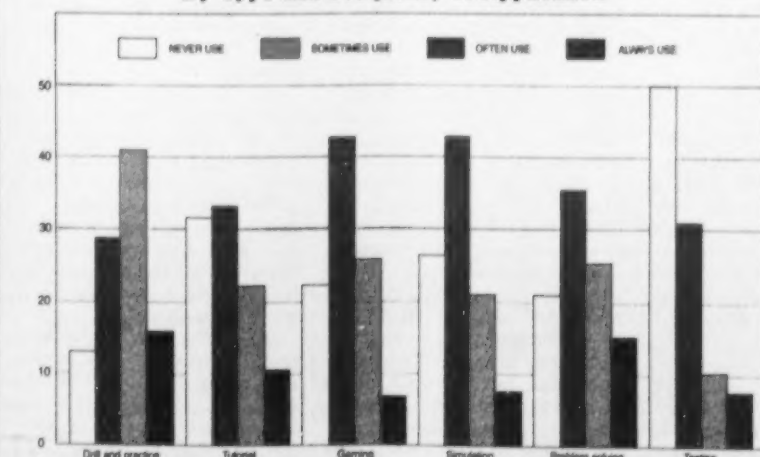


Selected Teacher Demographic Characteristics and Computer Use

Characteristic	Users		Non-Users	
	Number	Percent	Number	Percent
Statistically Significant				
Region				
Northeast	17	22.7	178	15.6
Southeast	12	16.0	321	28.5
Middle	26	34.7	287	25.5
West	20	26.7	342	30.4
Community				
Urban	11	14.7	224	20.1
Suburban	31	41.3	302	27.2
Small town	21	28.0	407	36.6
Rural	12	16.0	179	16.1
School Level				
Elementary	34	45.3	563	50.1
Middle, Junior High	9	12.0	197	17.5
Senior High	24	32.0	275	24.5
Combination	8	10.1	88	7.8
Sex				
Female	46	61.3	824	73.1
Male	29	38.7	303	26.9
Statistically Insignificant				
Degree				
Bachelors Degree	34	46.0	596	53.6
Masters Degree	35	47.3	442	39.6
Educational Specialist	3	4.0	60	5.4
Doctorate	2	2.7	8	.7
No Degree	0	0.0	8	.7
Age				
Under 30	12	16.0	177	15.8
30-39	31	41.3	449	40.1
40-49	18	24.0	262	23.4
Over 49	14	18.7	231	20.6

NOTE: Due to rounding, column percentages for each characteristic may not total 100 percent.

**Percentage of Teachers Who Use Computers,
By Type and Frequency of Application**



Source: National Education Association

Percentage of All Teachers Interested in Computer Subjects

Computer Subject	Number	Percent
Computer instructional applications	1201	59.1
How to operate a computer	1201	58.8
How to write computer programs	1201	56.6
How to select commercial courseware	1201	42.3
How to select computer hardware	1201	40.0
Programming languages	1201	39.0
Curriculum design for computerization	1201	35.6
K-12 computer science curriculum	1201	22.1
Educational policy for computers	1201	21.2
Computer user network	1201	19.2
How to teach computer science	1201	18.6
Computer history	1201	11.7
Courseware copyright protections	1201	9.9

NOTE: Total percents may be greater than 100 because respondents were allowed more than 1 response.

How Well Informed Teachers Are About Computers

Computer Topic	Total Number Responding	Self-Ratings by Teachers			
		Not Well Informed	Somewhat Informed	Fairly Well Informed	Very Well Informed
Computer program selection criteria	1192	78.4	13.6	5.1	2.7
How to write a program	1189	75.1	13.9	7.4	3.6
Commercial courseware	1190	70.0	21.6	5.8	2.3
Parts of a computer system	1190	67.5	21.5	7.7	3.2
Commercial software	1188	65.7	24.8	6.6	3.0
Operational characteristics of computers	1179	60.2	26.6	9.8	3.3
How to operate a computer	1189	58.0	28.0	10.1	3.8
Kind of computers marketed	1194	54.9	31.1	10.1	3.2

NOTE: Total percents may be greater than 100 because respondents were allowed more than 1 response.

Users v. Nonusers: Interest in Various Computer Applications

Instructional Application Interest	Users		Non-Users	
	Number	Percent	Number	Percent
Statistically Significant				
Drill and Practice				
Little	4	5.3	252	26.3
Some	11	14.7	342	30.8
Considerable	19	25.3	275	24.7
Great	41	54.7	300	18.3
Computer Literacy				
Little	4	5.3	310	26.8
Some	14	21.2	311	28.9
Considerable	21	28.0	266	24.9
Great	36	48.0	187	17.4
Enrichment				
Little	3	4.0	185	16.8
Some	7	9.3	207	18.8
Considerable	14	18.7	308	28.6
Great	31	40.0	373	35.8
Remedial Drill				
Little	8	10.7	232	21.0
Some	11	14.7	299	27.1
Considerable	18	21.3	291	26.3
Great	40	53.3	283	26.6
Simulations				
Little	3	4.0	197	18.0
Some	7	9.3	236	21.5
Considerable	20	27.3	364	33.2
Great	37	48.3	298	27.2
Monitor Student Mastery				
Little	6	8.1	282	25.6
Some	17	23.0	284	25.8
Considerable	22	29.7	318	28.9
Great	29	39.2	216	19.6
Testing				
Little	6	10.8	256	25.3
Some	19	25.7	304	27.8
Considerable	16	21.6	311	28.3
Great	31	41.9	259	25.8
Standardize Presentation				
Little	8	11.1	326	29.7
Some	17	23.6	321	29.2
Considerable	29	40.3	282	25.7
Great	18	25.0	189	15.4
Visual-Technical Aid				
Little	12	16.7	322	29.4
Some	15	20.8	344	31.4
Considerable	24	33.3	283	25.1
Great	31	41.9	175	16.1
Reward				
Little	17	23.0	249	22.7
Some	17	23.0	297	27.0
Considerable	15	20.3	311	28.3
Great	25	33.8	241	22.0
Statistically Insignificant				
Maintain Records				
Little	9	12.6	280	25.9
Some	15	20.8	221	20.2
Considerable	17	23.8	271	24.8
Great	31	43.1	359	32.9

NOTE: Due to rounding, some percentages may not total 100 percent.

BEST AVAILABLE COPY

Software Producers Oppose Copying

Continued from Page 1

ware producers is that industrial competitors can copy the "logic" of a program—its precise arrangement of instructions to the computer—without liability if they change the way that logic is expressed. A program, for example, that takes a student through a drill-and-practice session on numbers, using pictures and numbers, could be modified to become a lesson in vocabulary, using different pictures and words.

"The logic of the program is not protected by the copyright law," says Thomas M. Gould, attorney for the National Audio-Visual Association (NAVA). "I can rewrite a program in my own words without violating the law. This is the biggest [concern for prospective manufacturers]."

Determination of whether the content or the form of the program is copied—and therefore whether copyright protections have been violated—can be made only on a case-by-case basis in the courts, say Mr. Gould and others. So far, there have not been enough court decisions to serve as a guide for computer users or manufacturers.

"It becomes very difficult to determine whether there is a significant difference in programs," adds Charles Eisenberg, vice-president for marketing of the Milliken Publishing Company. "There are supposedly 40 or 50 themes that are in works of literature, and if you use [one formula] it doesn't mean you're copying. Maybe way down the road there will be [a comparable number of approaches to programming]."

Edward H. Currie, president of Lifeboat Associates, a software firm, estimates that the industry loses about 30 percent of its proper revenues because of illegal copying.

Software producers say all of this makes them increasingly reluctant to invest heavily in research and development for new sophisticated software programs.

A survey by the Educational Products Information Exchange (EPIE) found that 95 percent of educational programs are drill-and-practice exercises—the easiest software to produce.

"A great number of traditional publishing companies have not made the commitment to get involved in new technology," says Mr. Eisenberg. "It takes a lot of money to develop good software. They're taking a wait-and-see attitude, letting the little guys get bloody. Legislation is desperately needed."

The question of what parts of computer programs can be legally imitated will not be resolved for a long time, industry experts agree. The simple reproduction of disks is a more clearcut legal issue, but difficult to enforce.

The Congress last amended the copyright law in 1980 to allow reproduction of programs only for archives or if copying is "an essential step in the utilization of the program in conjunction with the machine." But the widespread copying continues. Producers often have the most difficult time in dealing with schools, says Marcia Friedland, president of Krell Software Corporation, because "they say it's for the kids, and they're a nonprofit group."

"We have to make schools and individuals aware that the net result [of illegal copying] is high software costs and less development," Ms. Friedland adds. "They're going to

pay one way or another."

Manufacturers have tried to prevent disk-to-disk copying by writing codes into the software programs, but they concede that users can easily break the codes and make copies anyway. About two-thirds of them no longer bother to build protection codes into their programs, according to one survey.

"It becomes a little bit of a game between the users and producers," says Mr. Eisenberg. "To my knowledge, no one has made a code that can't be cracked."

Adds Mr. Gould: "I know of some cases where copying is taught as part of a [classroom] computer lesson. The kids are told to go to work to unlock the program."

With codes failing to protect their products, manufacturers have been looking increasingly at the leasing rather than outright sale of programs. A leasing contract can include provisions for company officials to verify that the contract is being honored.

The advantage of licensing, says Mr. Gould, "is that you don't have to deal with the copyright law . . . which is pretty foggy. You can have it all spelled out in the contract." The approach is hard to develop, however, because of a resistance on the part of users to being "policed."

Other ideas for protecting producers from disk-to-disk copiers include:

- Offering rewards for information about illegal copying. The Krell Software Corporation offers \$25 and anonymity to people who report evidence of illegal copying.

- Changing the chips. The only certain way to prevent copying is to alter the makeup of the hardware. One software manufacturer, the Scott Foresman Publishing Company, developed programs that could be copied only by changing codes in the hardware with which it

was used. But the company abandoned the approach, which was designed for use with Texas Instruments machines, because it restricted the number of machines that could use its software.

- Making copying economically unnecessary. Many companies have offered significant discounts for programs bought in bulk quantities, so that the school system has no need for copying. Many extra copies cost as little as \$10 apiece.

- Accepting copying losses and making the profit on other ventures. Carol Risher, a staff member of the American Association of Publishers, says that some producers have compensated for software losses by making money on supplementary materials such as guides, workbooks, and tests, which must be purchased with the software.

- Taxing the equipment used for copying, and distributing the money to producers of the reproduced material. Bills were introduced in both houses of Congress that would have authorized the Copyright Royalty Tribunal of the Library of Congress to tax equipment for taping motion-picture cassettes.

The agency would determine the amount of money that producers would receive by a "mini-Nielsen" survey of copiers, says an official for the private consulting firm Wexler, Harrison and Schule in Washington.

Software producers could devise similar compensation policies, the official notes.

- Creating a national software library. P. Kenneth Komoski, the executive director of EPIE, suggests that all producers send their materials to a national "clearinghouse," where educators and others could purchase copies.

Mr. Komoski says such an organization would create more accountability between publisher and buyer.

Few Teachers Use Computers

Continued from Page 1

not well informed about computers and would not be prepared to use computers for instruction "should they appear on their desks Monday morning," the report says.

The teachers said they knew little about most aspects of technology—from commercial software (65.7 percent) to programming (75.1 percent) and the kinds of hardware being marketed (78.4 percent).

No 'Fear' of Technology

Still, the teachers do not "fear" technology, as some have suggested, the report says. More than half of the respondents indicated an interest in learning about instructional applications, operating a computer, and programming, and more than 80 percent said they would like to take a computer-related course.

Fewer teachers were interested in learning how to use computers in curriculum planning, school policy, establishing computer-user networks, and teaching computer science.

The survey also revealed "significant" differences in the attitudes of users and non-users. Users tended to show great interest in a variety of computer applications—such as drill-and-practice, computer literacy, "enrichment," remedial drill, and simulation—while non-users were uncertain about their preferences.

Whatever the computer is used for, the teachers appeared to think that it is worthwhile.

Noting that there is "little research to date to prove or disprove the benefits or harm that may accrue to students," the report states that teachers feel computers im-

prove students' motivation.

However, in two categories—achievement-test performance and social behavior—fewer than half of the respondents felt that computers had a positive effect.

The report indicates that schools usually get involved with technology haphazardly.

Teachers are first exposed to computers as administrative tools—a modern way of storing attendance, academic, and financial records. Later, computer programs may be made accessible to teachers and students, and a push for the use of computers in classes may begin.

Nearly two-thirds of the teachers surveyed work in school systems where computers are used for administrative purposes. But only 24.5 percent of the teachers said they had been encouraged by principals to use computers.

Less Encouragement

They received even less encouragement from local or state associations (14 percent), curriculum specialists (13.4 percent), superintendents (12.6 percent), individual parents (10 percent), school boards (9.6 percent), and community groups (3.5 percent).

Thirty-five percent of the teachers said they were encouraged by colleagues, 21.7 percent said they were encouraged by family and friends, and 18.8 percent said by students.

"This may not be surprising given the experiences teachers share," the report states. "What is surprising is the low percentages of teachers reporting encouragement from the centers of political leadership in local school systems."

N.C.A.A. Votes on New Rules

Continued from Page 14

the fall 1984 semester.

Four other academic rule proposals are variations of the initiative promoted by the A.C.E.

Mr. Atwell said the prospects are "gorgeous" for an initiative that would require college athletes to earn a minimum number of credits each year in subjects that can be applied toward degrees. Currently, athletes may compete if they complete credits for any course.

The strictest proposals will be considered before the more lenient ones.

Unlimited Contacts

The other resolution that would directly affect high schools would allow unlimited recruiting contacts with all high-school athletes. That is the only issue on which the N.C.A.A. has received advice from high-school organizations. The National Federation of State High School Associations—the only national high-school athletic organization—opposed the measure, which was sponsored by six of the largest universities.

The most controversial of the 132 measures under consideration at this year's annual meeting in San Diego would demote as many as 40 institutions from the top level of intercollegiate competition.

Proposal Resisted

Those smaller colleges facing demotion—and with it the loss of television revenues—are strongly resisting the proposal. The proposal is

not expected to pass.

Other proposals to be considered by the N.C.A.A. would:

- Allow students to receive honorary academic awards and still not lose any of their athletic scholarship.

- Publicize specific acts that violate N.C.A.A. ethical-standards rules to deter illegal behavior.

- Eliminate the need to receive N.C.A.A. approval for intrastate all-star high-school games that take place after graduation.

- Bar college alumni from the recruiting process. —C.E.

S.F. Desegregation Suit Ended

Continued from Page 6

Presidio of San Francisco Army installation were illegally allowing more than 200 elementary-school students to ride military buses to private schools so their parents could avoid sending them to the city's schools. (See *Education Week*, Nov. 3, 1982).

Consent Decree

The consent decree says that continuation of such transportation "undermines the ability" of the school district to desegregate its schools. It calls upon the installation's officers to stop the busing and invites the parties to the lawsuit to "seek appropriate assistance from the court" if the busing is not discontinued, Ms. Cohen said.

While legal activity regarding school desegregation appeared to be diminishing in San Francisco, just the opposite was taking place in St. Louis.

A federal district judge there, saying that "the hottest place in hell" is reserved for those who shy away from controversy, on Dec. 30 ordered the Justice Department to make public its stance in that city's school-desegregation case before the case goes to trial on Feb. 14.

"Centuries ago, Dante reminded

us that the hottest place in hell is reserved for those who, in times of controversy, refuse to take a position," said U. S. District Judge William H. Hungate in his order.

John V. Wilson, a spokesman for the department, said last week that the office of the assistant attorney general for civil rights would file its brief in the case, *Liddell v. Board of Education*, by Jan. 7.

Judge Hungate had threatened to prevent federal attorneys from presenting evidence or cross examining witnesses during the trial if the department failed to comply with his order.

No Publicity

The department had previously announced that it did not want to publicize its stance on the case until after the trial was completed. Judge Hungate, however, said that it would be unfair for him to give the department "the luxury of taking no position in a civil-rights case to which it is a party."

The Feb. 14 trial has been set to determine whether nine suburban St. Louis school districts, St. Louis County, and the state of Missouri should be held liable for racial segregation in the city's public schools.

Pa. Teachers' Strike

Continued from Page 4

overnight vigil outside the courthouse in freezing temperatures to show support for the union leader, who is freed during the day but must return to jail each night.

The school-board president, Roger Emelson, was undergoing tests for a possible punctured lung after being confronted by a crowd of about 200 Monday at the end of another unproductive bargaining session. He earlier underwent nose surgery as the result of being hit with a thermos bottle in a strike-related fracas.

The strike of the union's 76 members began on Sept. 27. Negotiations, which started almost one year ago, have failed to result in agreement on any issue. —C.E.

INNOVATION

For many years, P. Kenneth Komoski has been an evaluator of teaching aids and a critic of the industries that market more useless than useful ones to schools. Now, his self-appointed job is seeing that computers in education do not meet the same fate as earlier innovations.

See Page 7.

MATERIALISM

An annual survey of college freshmen (the 17th) suggests that students' concern with financial security and career success continues to increase, while their commitment to social causes and personal growth continues to decline.

See Pages 14 and 15.

TRADITION

For 146 years, Philadelphia's Central High has served as an elite academic training ground for boys. Now, its all-male admission policy is being challenged in federal court.

See Page 12.



EDUCATION WEEK

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Districts Defer Repairs As Budgets Shrink

Undone Work Is Said To Total \$25 Billion

By Thomas Toch

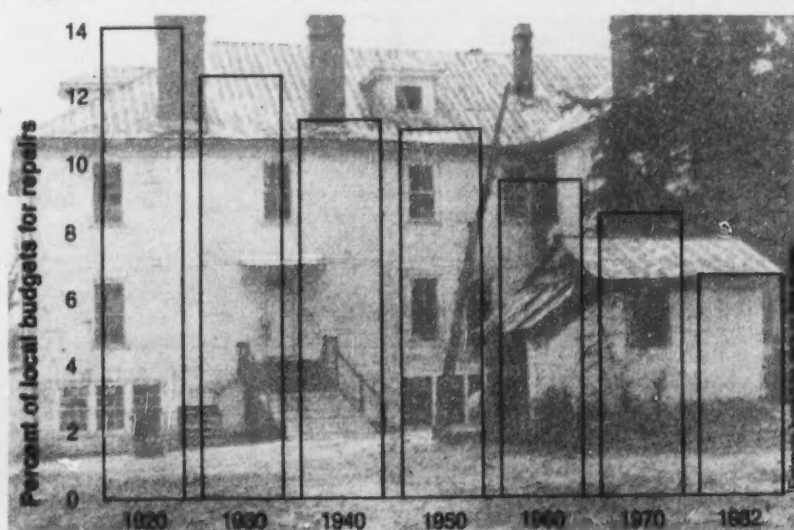
The nation's school buildings, many of them at least half a century old, are deteriorating far faster than they are being repaired, leading in some cases to school closings, near accidents, and a demoralizing learning environment. The cost of needed repairs and new construction may total more than \$25 billion.

This is the situation depicted by school-maintenance officials in several states and an unreleased survey by three Washington-based education associations of 100 school systems in different parts of the country.

Renovation and Replacement Costs

Figures from the National Center for Education Statistics and the survey indicate that the proportion of school-system budgets devoted to maintenance has fallen from 14.1 percent in 1920 to 11 percent in 1950 to 6.7 percent in 1982. The result, the survey and interviews suggest, is that

Proportion of Local School Budgets Devoted to Maintenance 1920-1982



Source: National Center for Education Statistics

many school systems are now facing major renovation and replacement costs that, many say, could have been avoided if needed maintenance had been conducted over the years.

"We've been falling behind for years," said Henry H. Baxter, an assistant superintendent responsible for construction in Buffalo, where nearly three-quarters of the 75 school buildings are more than 50 years old.

"Now we are really in a crunch. Even the mortar between the bricks is deteriorating," Buffalo has \$35-million-worth of unfinished replacement and reconstruction work.

Other examples of the severity of the problem:

- In Seattle, the school system has \$175 million in approved maintenance and cap-

Continued on Page 18

Education Ranked As U.S. Priority; Initiatives Sought

President, Democrats Emphasize Skills Need

By Eileen White

WASHINGTON—The condition of the nation's educational system figured prominently on the nation's political agenda last week, as President Reagan introduced a four-part plan to "revitalize American education by setting a standard of excellence" during his State of the Union Message to the Congress.

The Administration's proposal, broadcast on national television, was followed by a "response" from Democratic party leaders that also placed heavy emphasis on the need for "a new dedication to excellence in American education."

Both the Republican and the Democratic plans underscored the role of education in bolstering the nation's economic recovery, and both parties included a commitment to improving the teaching of mathematics and science in the schools.

Unlike his 1982 address, the President's message last week placed education third—behind only employment and trade—on the list of areas necessary to a "strong, sustained recovery."

Continued on Page 11

Ill. Panel To Consider School-Aid Formula Based on Local Need

By Peggy Caldwell

Responding to Illinois Gov. James R. Thompson's call for prompt changes in the state's tax structure, a special panel on school finance has speeded up its deliberations in hopes of turning tax reform to the advantage of public schools—and is considering a novel approach to the issue.

The central idea of a finance scheme currently under examination by a 15-member state advisory committee on school finance is the so-called "Resource Cost Model," a concept that, its advocates say, more closely reflects districts' actual needs than do conventional state-aid formulas.

Developed by Jay G. Chambers and Thomas B. Parrish of Associates for Education Finance and Planning, a consulting firm based in Stanford, California, the model uses a detailed checklist and computer program to determine what programs a district needs, what resources are needed to operate those programs, and how costs vary from one section of the state to another.

Continued on Page 14

In His Eclectic Readers, 'Everything Has a Moral'

(Re) Turning To W. H. McGuffey's Frontier Virtues

By Susan Walton

In January 1982, a small school district in southwestern Virginia took a step that school-board members hoped would correct some of the problems they perceived in their reading-instruction program.

They were dismayed with the progress the children were making using modern basal readers. So at the insistence of the school-board chairman, Gus Sorensen, who remembered hearing about the books from his mother, school officials in Bristol took what some might regard as a giant step backward and invested in McGuffey's *Eclectic Readers*.

They turned to Mr. McGuffey's series—which largely dropped out of sight in the public schools around 1920—because, board members said, they wanted more

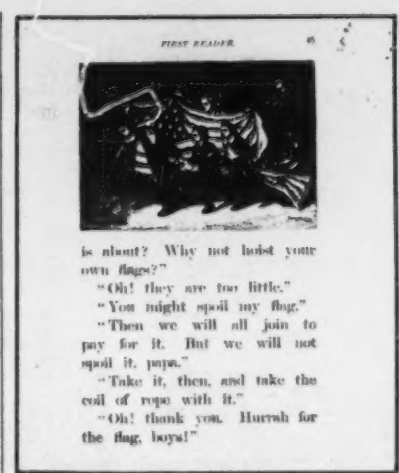
challenging material, and because they sought textbooks that would help children to become honest, patriotic, kind, punctual, and persistent.

McGuffey's *Readers*, which teach reading through a series of "improving" stories and poems drawn mostly from other authors, place heavy emphasis on these themes.

"We felt that the children needed more values like patriotism and honesty, that the basal readers were watered down too much," said Evelyn Murray, who supervises the reading program in the Bristol, Va., public schools. But Ms. Murray also praised the methods, the rich vocabulary, and the literary quality of the selections in the series of six readers and a primer.

Somewhere, one suspects, William Holmes McGuffey is smiling down on Bristol.

Continued on Page 17



IN SUMMARY

Lowering Expectations

North Carolina's special-education law exceeds P. L. 94-142 in its guarantees to "special needs" students, so legislators, fearful of lawsuits, are proposing to amend it. **Story on Page 4.**

Lowering the School Age

Gordon M. Ambach, New York's commissioner of education, has sparked a debate with his proposal to enroll children at age 4 and to eliminate the 12th grade. **Story on Page 4.**

Public Money for Private Schools

Testimony has ended in a Missouri suit challenging the allocation of federal Chapter 1 funds for disadvantaged children in private schools. **Story on Page 6.**

The Attraction of Boarding Schools

A survey indicates that a growing number of public-school students are choosing to attend private boarding schools, largely because they perceive them to be academically superior. **Story on Page 6.**

A Tradition Imperiled

A federal court will soon decide whether Philadelphia's elite Central High School for boys—the second-oldest public school in the nation—can remain all-male. **Stories on Pages 8 and 12.**

Doing More With Less

That is what the governor of Arizona proposes in urging new science-education programs while cutting education budgets. Governors in other states are also struggling with budgets. **Stories on Page 8.**

Desegregation in Urban Schools

The U. S. Supreme Court has declined to review a ruling requiring Nashville to expand busing for desegregation. A new study examines racial balance in big-city schools. **Stories on Pages 9 and 10.**

'No Registration, No Student Aid'

Under new rules published by the Education Department, young men who can't prove they have registered for the draft will be denied federal financial aid for college. **Story on Page 9.**

Echoes of the Sputnik Era

Both political parties have come out in favor of new initiatives to upgrade mathematics and science education, and several bills are expected to be proposed to Congress. **Story on Page 11.**

Commentary.....	19 and 24	In the Press.....	20
Computers Column.....	6	Letters.....	20
Databank.....	15-16	Marketplace.....	22
Events.....	21	New Bills.....	10
Federal File.....	11	Washington News.....	9

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THE WEEK

A SUMMARY OF NEWS AND EVENTS

NATIONAL

E.T.S. President Urges Further Study Of N.C.A.A. Rules

The National Collegiate Athletic Association's more stringent academic requirements for athletes may have been enacted without proper study of how they would affect black students, says the president of the organization that makes the tests that are central to the requirements.

Gregory R. Anrig, president of the Educational Testing Service, said last month that using scores on standardized tests to determine athletic eligibility "will have effects that may not have been fully realized."

Mr. Anrig's statement followed a week of controversy over the N.C.A.A.'s adoption of the rule, which

requires freshmen to have a minimum average in a core of high-school courses and minimum scores on standardized tests in order to participate in intercollegiate sports.

Black leaders—including the Rev. Jesse Jackson, president of Operation PUSH, and the Rev. Joseph Lowery, president of the Southern Christian Leadership Conference—have charged that the new standards discriminate against blacks.

According to breakdowns of past scores, significantly more blacks than whites would be ineligible to take part in competition in their first year under the new standards.

Mr. Anrig said E.T.S., which administers the Scholastic Aptitude Test, would offer its assistance to the N.C.A.A. and the American Council on Education to "examine the impact" of the new rule.

The A.C.E. was a chief proponent of the new rule.

Cost of Education Rises 12.4 Percent

Education's cost to consumers last year—including expenses for school and college tuition, fees, books, and supplies—increased 12.4 percent over 1981, the Bureau of Labor Statistics reported last month.

Overall, the Consumer Price Index increased only 3.9 percent, largely due to a decline in housing costs. Educational expenses make up approximately 1.4 percent of the overall amount in the index.

Over a 15-year period, according to the bureau, increases in the cost of education have slightly exceeded increases in other costs. For every \$100 worth of goods purchased in 1967, consumers spent \$289.10 in 1982. For every \$100 spent on education in 1967, consumers spent \$301 last year, the bureau's report said.

STATES

Minn. Board Passes Suggested Courses For High Schools

Nearly 15 years after state officials proposed the idea, the Minnesota Board of Education has passed a "minimum comprehensive program" for the state's high schools. The list of courses that the board believes schools should offer is advisory, not mandatory, and a spokesman for the department said it is unlikely that the state will begin to require schools to follow the guidelines any time in the foreseeable future.

"This is a compromise that says, 'we know you can't do it in all cases, but at least you have a minimum set of offerings by which to judge yourselves,'" the spokesman said.

The recommended courses include: four years of communication skills; three years of social studies, mathematics, and science; two of foreign languages; two of music; two of visual arts; one of industrial arts or home economics; a half-year of health and physical education; and five programs in vocational education.

W. Va. Teachers File Suit To Halt Cuts in Education

The West Virginia Education Association is challenging Gov. John D. Rockefeller 4th's constitutional right to cut 10 percent from the state budget, including a \$22 million slice in education funds.

The association filed suit in the state's Supreme Court charging

that the Governor exceeded his constitutional authority. The suit names Governor Rockefeller, the state finance commissioner, and the state treasurer. The Governor announced the cuts in his state of the state message.

An association spokesman said it was not yet clear whether teachers would lose their jobs as a result of the proposed cuts. More than 1,000 teaching, health-care, and correctional jobs could be at stake.

If the case is heard, the education association will argue that the state constitution allows only the legislature—not the governor—to make budget cuts, said William Johnson, director of communication at W.V.E.A. Recently, the legislature passed the laws allowing the Governor to make such cuts, he said.

Vt. Board Approves New School District For Prison Inmates

The Vermont Board of Education has approved a proposal that may lead to the creation of a school district to provide educational services for prison inmates. Officials of the state's correctional system have also endorsed the plan.

Currently, about 75 percent of the inmates do not have high-school diplomas.

The plan was developed by a joint task force of the state department of education and the state corrections department, according to Joyce Wolkmir, a spokesman for the education department.

The plan will be submitted to the legislature, she said, in the hope of getting sponsors.

If the proposal receives support in the legislature, the new district would be entitled to state and federal aid. For the next two fiscal years, about \$50,000 has been budgeted for existing educational programs for the prison inmates in the state.

"The idea is to give them basic academic and vocational skills," Ms. Wolkmir said.

Although some services are already offered to the state's prison population, she said that the proposal calls for a more intensive program.

Neb. Considers Bills To Resolve Dispute On Church Schools

Two bills that are intended to resolve the continuing conflict between church-affiliated private schools and the state have appeared so far in the Nebraska legislature.

Both bills were introduced by state Sen. Howard Peterson.

One would permit a waiver of "certain requirements" imposed by the state if the chief administrative officer of any "nonpublic school"—joined by the parents or guardians of the students—files a statement with the commissioner of education stating that these requirements interfere with the school's operation.

The second bill would remove the state education department's power to "supervise, classify, approve, or accredit" the programs of any "weekday church educational ministry, home study program, or private denominational school," unless the school specifically grants such power by sending a letter to the state board of education.

Wealth Tops List of College Freshmen's Ambitions

By Susan G. Foster

This year's college freshmen are more interested than ever in careers that offer an opportunity for financial success and are less influenced by social causes that result in personal growth and fulfillment, according to the latest findings of a nationwide survey of college freshmen.

'Well Off Financially'

More than two-thirds of the freshmen surveyed, (68.9 percent) chose "being very well off financially" as a "very important" career goal, according to the new survey, *The American Freshman: National Norms For Fall 1982*. The poll has been conducted annually for the past 17 years by researchers associated with the University of California at Los Angeles (U.C.L.A.).

In 1982, 65.2 percent of the fresh-

men chose the same response. In 1967, however, only 43.5 percent of the freshmen listed earning money as an important goal.

Fewer of this year's first-term freshmen endorsed altruistic goals that were popular during the 1960's and 1970's, such as "developing a meaningful philosophy of life" (46.7 percent this year compared to 82.9 percent in 1967), "helping to promote racial understanding" (30.7 percent this year compared to 35.8 percent in 1977, the first year the question was asked), and "helping others in difficulty" (61.6 percent down from 66 percent in 1975, the year in which student responses began a continuous decline).

Consistent with that pattern, the survey found a continuing decline in the number of freshmen aspiring to become teachers (from 21.7 percent in 1966 to 4.7 percent this year). Sci-

entific research also declined as a career choice (from 3.5 percent of freshmen in 1966 to 1.5 percent in 1982).

On the other hand, the survey showed continuing growth in the popularity of other career choices: business (from 11.6 percent in 1966 to 20.2 percent this year), engineering (4.7 percent in 1974 to 12 percent this year), and computer programming (2.9 percent in 1977 to 8.8 percent this year).

Increasing Materialism

"The continuing pattern of increasing materialism and declining altruism and idealism may in part be a byproduct of the women's movement since the women have shown much larger changes in career interests and values than have the men," according to Alexander W. Astin, professor of education at U.C.L.A. and

the director of the survey.

Nevertheless, Mr. Astin said in releasing the survey results last week, since the values and career plans of men have also changed in similar directions, the trends found in the survey "appear to be a general societal phenomenon."

Although materialism increased among college freshmen, this year's survey showed a reversal of the trend toward political conservatism.

The proportion of "liberal" and "far left" students increased slightly (from 19.7 percent last year to 20.7 percent this year), while the proportion of those who considered their political orientation to be "conservative" or "far right" declined (from 20.7 percent last year to 19.4 percent this year).

The majority (59.8 percent) continued to label themselves "middle-of-the-road."

Reflecting this political self-labeling, according to Mr. Astin, the changes in student attitudes on other issues showed a mixture of liberal and conservative trends.

Liberal Causes

Student support increased for such liberal causes as a national health-care plan (from 54.8 percent in 1981 to 57.5 this year), legalization of abortion (from 53.9 percent last year to 54.8 percent this year), and busing to achieve racial balance in the schools (from 43.8 percent last year to 46.8 percent this year).

The findings of the survey are based on questionnaires completed by more than 267,000 freshmen entering a national sample of 492 two- and four-year institutions. The survey was co-sponsored by the American Council on Education.

Copies of the survey are available for \$7.50 from the Cooperative Institutional Research Program, Graduate School of Education, U.C.L.A., Los Angeles, Calif. 90024.

Illinois Panel Studies New School-Aid Formula

Continued from Page 1

Several states followed Florida's lead in the 1970's in developing "cost-of-education indices" that account for local differences in the cost of living, but the Chambers-Parrish model is believed to be the first to specify education costs (rather than overall economic conditions) and to combine such an index with a systematic analysis of program needs.

"If you've really got measures you can believe in, this is absolutely the way to go," commented James W. Guthrie, a professor in the graduate school of education at the University of California at Berkeley and a nationally recognized authority on school finance. "In the evolution of school finance, this represents an effort to tailor financial resources to what the kids ought to have."

The concept, never before applied to a state, has initially been well received in Illinois.

Chicago's superintendent, Ruth B. Love, praised the idea in an op-ed article in *The Chicago Tribune*. "This document," Ms. Love wrote, "may well represent the most cogent, intelligent document about school financing to surface in years. . . . Whereas the existing school-finance formula relies on equalizing dollars, the [Resource Cost Model] focuses instead on services."

"We're treading new ground here," said Suzanne W. Langston, director of the Illinois School Finance Project. "This model enables us to develop specifications for what we describe as an 'adequate education' and to devise a way that kids, regardless of where in the state they live, have access to an adequate education."

Also, unlike many finance schemes now in use, the model does not automatically reduce funds when a program gains or loses a few students. "It does reflect the lumpiness, realistically, of the way classrooms and programs are managed," Mr. Chambers said.

The method could have benefits in the political arena as well, Ms. Langston noted.

"Every year the legislature determines how much money it has to disburse, and that's plugged into the computer with assessed valuations [for purposes of calculating districts' property wealth], and it spits out a number. There's no relationship at

all to the cost of providing those services."

"For the first time, this would give us something to go on—how much a certain service would cost to provide. For the first time, we would be able to give a solid answer when the legislature asks us to justify a request."

The Resource Cost Model, its developers stress, is not in itself a funding formula, but rather a process for arriving at a fair formula. Put simply, a three-step process was used in the "simulation run" for Illinois.

First, committees of educators and policymakers convened to determine an "appropriate" level of services in each of eight program categories: elementary, secondary, special, gifted, vocational, limited-English-proficient, compensatory, and adult education.

"We were afraid they would specify pie in the sky," said Mr. Chambers, a senior research economist at Stanford University. "We tried to encourage them to concentrate not on what is but on what should be, but at the same time to come up with something that was realistic and reasonable. There was a lot of creativity and new thought."

In some cases, Ms. Langston and Mr. Chambers said, the committees recommended programs similar to those already in place. But they often departed from present practice in describing how programs should be organized and how instructional and services should be delivered.

Resources Identified

The committees then tried to determine what resources—personnel, facilities, supplies, and support services—would be needed in each of the 160 programs identified. These costs were then added to derive a "program cost differential" that recognizes, for example, that handicapped children incur higher costs.

The second step was calculating a cost-of-education index for each of the state's more than 1,000 school districts. Unlike most versions of the index, which reflect the general cost of living in a given area, the Chambers-Parrish plan targets costs directly relevant to operating schools, such as labor and energy. Furthermore, it allows cost vari-

ations only for items that are deemed to be beyond the control of the school district.

The third step is to factor the program cost differential and cost-of-education index into each district's enrollment characteristics—and arrive at a dollar figure that, theoretically, enables each district to provide all the appropriate services.

"In a sense, the model itself is the whole ball of wax," said Mr. Chambers. But "the model accounts for all long-run variations related to student-body composition and resource costs differences."

The simulation run revealed that, using the Resource Cost Model based on the committees' "wish lists," Illinois schools would have spent \$5.3 billion in 1981-82, or 2 percent more than actual expenditures. "We were struck by the fact that what they came up with was so close to what was actually spent," Mr. Chambers said.

He attributes this, in part, to the committee procedure, which required that representatives of various interest groups cooperate. "We

had the special-ed people and the voc-ed people and the elementary people talking to each other in a way that they never had before," he said.

Further analysis of the data, Chambers said, is expected to show that some districts would have needed more money in 1981-82 to provide the services called for in the model, while others could provide them for less than they actually spent.

The model, Mr. Chambers said, can be used as a basis for allocating funds regardless of the state-local revenue mix and regardless of the state's method of equalizing spending.

'Account for Local Needs'

"Up to now, state foundation programs have been based on an arbitrary number that came out of thin air and was applied uniformly to all districts," the researcher said. "Here's a way to vary the foundation to account for local needs."

For all the benefits its proponents see, the Resource Cost Model is designed to aid in distributing, not raising, funds. So it does not address the problem of Illinois's extraordinarily complex, intensely political, and often unpredictable system of raising revenue for public schools.

Governor Thompson's advisory panel on tax reform has recommended that half of the local property tax for education be repealed and replaced with increased state taxes. Because some action on statewide tax reform is considered likely in the current legislative session, the school-finance panel accelerated its study by several months.

"There's a historical link between tax reform and school-finance reform," Ms. Langston said. "So we decided that if the state is going to talk about shifting the tax burden, we'd see if we could get some changes made to the benefit of education."

The Resource Cost Model will be among some 26 proposals considered this month by the advisory panel, which is composed of state officials and business representatives. It was appointed in 1981 by state Superintendent Donald G. Gill with the charge of developing a comprehensive school-finance plan.

Once the advisory panel formulates its recommendations, they will be forwarded to the state board of education and the state School Problems Commission, a panel of legislators and citizens, to be fashioned into a final legislative agenda, Ms. Langston said.

Komoksi Says Computer Products Lacking

Continued from Page 7

pable of learning "higher-order skills," Mr. Komoksi asserts.

"Teachers have to learn to fit the students with [the proper program]," he says.

"I think teachers would rather do that than stand all day in front of a chalkboard."

Are teachers today able to develop more flexible attitudes about the structure of their lesson plans?

"I wouldn't have said so ten years ago, and I probably wouldn't have said so five years ago," Mr. Komoksi answers. "But now you have this situation where things are changing so rapidly that teachers are saying, 'That's the way things are. I have to deal with it.'"

Early Involvement

Mr. Komoksi—educated at Arcadia University in Nova Scotia and the Union Theological Seminary—got involved in educational technology in the late 1960's through B. F.

Skinner, the behaviorist who developed the teaching machines that were at the heart of educational innovation in the 1960's.

Then a teacher at the Collegiate School in New York City, Mr. Komoksi and other faculty members learned to program the machines, which presented the student with questions and offered immediate responses to their answers.

"I became fascinated by the idea that the machines taught a lot about instruction," he says. "You have to know each step of the way what's going on, how to lead the learning. Every teacher should have to go through the steps to see what it is that works."

Eventually, Mr. Komoksi says, he became disenchanted with the "incredible commercialization and oversell" of the products—and with Mr. Skinner's theory that learning occurs through a series of physiological responses to stimuli.

The problem with Mr. Skinner's approach, Mr. Komoksi says, is the idea that learning progresses in small increments.

"Learning often takes place in larger chunks," Mr. Komoksi says. "The way some of these people turned out these programs, kids could get through them and not learn anything. The machine didn't take into account the contingencies of the environment."

"What I'm saying is that you have to open the thing up and allow the programmer of the tutorial or the simulation to be somehow shaped by the learners' responses."

Out of the such failures of such educational machinery, Mr. Komoksi adds, grew "my intense conviction that until we got consumers out there demanding that [producers] make better things, we weren't going to get any good out of technological change."

Enter EPE.